

OFFICE OF JUSTICE PROGRAMS ANNUAL REPORT TO CONGRESS

FISCAL YEARS 2003–2004



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1 Mission and Organization

In 2004, the Office of Justice Programs (OJP) reached a milestone in its history as it celebrated the 20th anniversary of its creation by the Justice Assistance Act of 1984. For 20 years, OJP has effectively provided federal leadership in developing the nation's capacity to prevent and control crime, improve the criminal and juvenile justice systems, increase knowledge about crime and related issues, and assist crime victims. OJP continues to be the premier resource and principal federal partner for the nation's criminal and juvenile justice community. OJP's bureaus and offices provide federal leadership and administer federal grant programs, provide training and technical assistance, support technology development and research, and gather and disseminate statistics.

Although OJP's record of providing an estimated 71,000 grants totalling close to \$36 billion in assistance to state and local law enforcement and community organizations over these 20 years is impressive, the multiplier effect of those dollars has had an even greater impact on making America's communities safer for our citizens. Beyond the funding, OJP has provided countless hours of training and technical assistance as well as insightful research and statistical information to law enforcement, criminal and juvenile justice practitioners, policy makers, and community organizations. OJP has made a difference.

OJP is led by an Assistant Attorney General who ensures that OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress. The Assistant Attorney General provides leadership and promotes coordination among the major program units within OJP.

OJP's Mission

To provide federal leadership in developing the nation's capacity to prevent and control crime, administer justice, and assist crime victims.

OJP's Vision

OJP will be the premier resource for the justice community. We will do this by providing and coordinating information, research and development, statistics, training, and support to help the justice community build the capacity it needs to meet its public safety goals. We will do this by embracing local decision-making while also encouraging local innovation through strong and intelligent national policy leadership.

OJP's Organization

OJP's bureaus are:

- Bureau of Justice Assistance (BJA);
- Bureau of Justice Statistics (BJS);
- National Institute of Justice (NIJ);
- Office of Juvenile Justice and Delinquency Prevention (OJJDP); and
- Office for Victims of Crime (OVC).

OJP's program offices are:

- Office of the Police Corps and Law Enforcement Education (OPCLEE); and
- Community Capacity Development Office (CCDO).

In FY 2003, as part of a congressionally-requested reorganization, the **Office on Violence Against Women (OVW)** was transferred from OJP to the Department of Justice. Also in 2003, pursuant to provisions of the DOJ Reauthorization Act (P.L. 107-273), the director of OVW was designated as a presidential appointee subject to Senate confirmation. OVW administers programs designed to help prevent and respond to violence against women, including domestic violence, sexual assault, and stalking. OVW administers formula and discretionary grant programs authorized by the Violence Against Women Act of 1994 and the Violence Against Women Act of 2000. OVW also coordinates related Justice Department initiatives relating to violence against women, responds to requests for information, and collaborates with other federal agencies on matters concerning domestic violence, sexual assault, and stalking.

Bureaus

The **Bureau of Justice Assistance (BJA)** provides leadership and assistance in support of local criminal justice strategies to achieve safe communities. BJA's goals are to reduce and prevent crime, violence, and drug abuse and to improve the functioning of the criminal justice system. BJA administers formula grant programs such as the Edward Byrne Memorial State and Local Law Enforcement Assistance Program and the Local Law Enforcement Block Grant Program. BJA also administers discretionary grant programs such as the Drug Courts Program and Prescription Drug Monitoring Program, and payment and benefit programs such as the Bulletproof Vest Partnership Program and Public Safety Officers' Benefits Program.

The **Bureau of Justice Statistics (BJS)** is the primary statistical agency of the U.S. Department of Justice. BJS collects, analyzes, publishes, and disseminates information on crime, criminal offenders, victims of crime, and the operation of justice systems at all levels of government. BJS provides the President, the Congress, other officials, and the public with timely, accurate, and objective data about crime and the administration of justice. In addition, BJS provides financial and technical support to state, local, and tribal governments in developing their criminal justice statistical capabilities. This assistance targets the development of information systems related to national criminal history records, records of protective orders involving domestic violence and stalking, sex offender registries, and automated identification systems used for background checks.

The mission of the **National Institute of Justice (NIJ)** is to advance scientific research, development and evaluation to enhance the administration of justice and public safety. NIJ is the research and development agency of the U.S. Department of Justice and is dedicated to researching crime control and justice issues. NIJ provides objective, independent, evidence-based knowledge and tools to meet the challenges of criminal justice, particularly at state and local levels. Major programs include social science research and evaluation, technology development, forensic laboratory capacity development, technology assistance for state and local public safety agencies, and dissemination of information through printed publications, web sites, and conferences.

The **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** supports state, tribal, and community efforts to prevent and respond to juvenile delinquency and victimization. Through programs that incorporate proven prevention strategies, provide treatment and rehabilitation, and hold juvenile offenders accountable, OJJDP strives to improve the juvenile justice system so that the public is better protected and youth and their families are better served.

The **Office for Victims of Crime (OVC)** is committed to enhancing the nation's capacity to assist crime victims and to providing leadership in changing attitudes, policies, and practices to promote justice and healing for all crime victims. In this regard, OVC administers programs authorized by the Victims of Crime Act of 1984, as amended, and the Crime Victims Fund authorized by this statute. The fund is composed of criminal fines and penalties, special assessments, and bond forfeitures collected from convicted federal perpetrators, as well as gifts and donations received from the general public. Money deposited in the fund is used to support a wide range of activities on behalf of crime victims, including victim compensation and assistance services, training and technical assistance, and program evaluation and replication.

Program Offices

The **Office of the Police Corps and Law Enforcement Education (OPCLEE)** administers the Police Corps, a program that addresses violent crime by helping state and local law enforcement agencies increase the number of officers with advanced education and training assigned to community patrol. The program aims to motivate qualified young people to serve as police officers and sheriffs' deputies in municipalities, counties, and states that need them most. It offers federal scholarships on a competitive basis to college students who agree to serve at least four years on community patrol where needed. The Corps also provides scholarships to eligible dependents of officers killed in the line of duty.

Advancing the Bush Administration's effort to strengthen community crime-fighting and redevelopment efforts, in March 2004, OJP announced the creation of the **Community Capacity Development Office (CCDO)**, which incorporates OJP's highly successful Weed and Seed Initiative. CCDO brings into focus one of OJP's core missions: to work with local communities to analyze public safety and criminal justice problems, develop solutions, and foster local-level leadership to implement and sustain these solutions. Over the years, OJP has supported a number of community-based efforts. This office continues the many successes of the well-known Weed and Seed program and establishes a single organizational infrastructure that

provides a nexus for these activities, offering robust training and technical assistance opportunities to help communities to better help themselves.

CCDO also has a policy advisor for American Indian and Alaska Native (AI/AN) issues. The mission of the AI/AN is to enhance access to information by federally recognized American Indian and Alaska Native tribes regarding funding opportunities, training, technical assistance, and other relevant information.

Support Offices

Seven other offices within OJP provide agency-wide support. These are the Office of Administration, the Office of Budget and Management Services, the Office of the Chief Information Officer, the Office for Civil Rights, the Office of Communications, the Office of the Comptroller, and the Office of General Counsel.

Contacting OJP

The Office of Communications (OCOM) is the key point of contact for all of OJP. OCOM ensures effective communication with Congress, the news media, outside organizations, and the public. OCOM can be reached at (202) 307-0703.

OJP also maintains a Web site at www.ojp.usdoj.gov. In addition to general information about OJP and its bureaus, the Web site includes downloadable versions of many OJP publications and application kits, as well as useful links to selected criminal justice Web sites. Each bureau and office Web site includes an e-mail address where you can write with questions about the office or programs.

For ordering and other information about OJP publications, call the National Criminal Justice Reference Service at 1-800-851-3420 or visit the Web site at www.ncjrs.org.

2 Law Enforcement

Edward Byrne Memorial State and Local Law Enforcement Formula Grant Program

The Bureau of Justice Assistance administered the Edward Byrne Memorial State and Local Law Enforcement Assistance Grant Program (Byrne) in FY 2003 and 2004. Byrne is a partnership among federal, state, and local governments to create safer communities. Grants were awarded to states for use by states and units of local government to improve the functioning of the criminal justice system – with emphasis on violent crime and serious offenders – and to enforce state and local laws that establish offenses similar to those in the federal Controlled Substances Act.

Grants could be used to provide personnel, equipment, training, technical assistance, and information systems for more widespread apprehension, prosecution, adjudication, detention, and rehabilitation of offenders who violate such state and local laws. Grants also could be used to provide assistance (other than compensation) to victims of these offenders. Twenty-nine legislatively authorized purpose areas were established to define the nature and scope of programs and projects that could be funded under Byrne.

To address the principal goal of Byrne, states historically have chosen to use their funds to support multi-jurisdictional task forces. In FY 2003, Byrne supported more than 750 task forces with more than \$190 million in grant funds. Although the majority of the task forces address drug interdiction, other task forces look for fugitives, address white-collar crime, and provide training to law enforcement officials regarding drug and public safety issues.

In FY 2004, OJP awarded the 50 states, territories, and the District of Columbia more than \$486 million in Byrne Formula funding. Each state received a base amount of 0.25 percent of the total allocation, or \$500,000, whichever was greater. Remaining funds were allocated according to each state's population.

Local Law Enforcement Block Grant Program

The Bureau of Justice Assistance administered the Local Law Enforcement Block Grant (LLEBG) Program. LLEBG provided funds to units of local government to underwrite projects that reduce crime and improve public safety. LLEBG emphasized local decision making and encouraged communities to craft their own responses to local crime and drug problems. Of the \$222,672,000 available for LLEBG in FY 2004, Congress set aside \$79,166,000 for the Boys & Girls Clubs of America; \$9,895,000 for the LLEBG Technology Initiative; and \$2,950,000 for Citizen Corps.

The remaining amount was available for formula grants to units of local government to: hire, train, and employ on a continuing basis new, additional law enforcement officers and necessary support personnel; pay overtime to presently employed law enforcement officers and necessary

support personnel for the purpose of increasing the number of hours worked by such personnel; procure equipment, technology, and other material directly related to basic law enforcement functions; enhance security measures in and around schools and in and around any other facility or location that is considered by the unit of local government to have a special risk for incidents of crime; establish or support drug courts; enhance the adjudication process of cases involving violent offenders, including violent juvenile offenders; establish a multijurisdictional task force, particularly in rural areas, composed of law enforcement officials to prevent and control crime; and establish crime prevention programs involving cooperation between community residents and law enforcement personnel in order to control, detect, or investigate crime or the prosecution of criminals. Funds also may be used to defray the costs of indemnification insurance for law enforcement officers.

- In FY 2003 and 2004, many cities and counties used LLEBG resources to support counterterrorism efforts.
- In FY 2003, almost 20 percent reported that part of their grant (a total of \$50.7 million nationwide) supported domestic preparedness and counterterrorism activities.
- In addition, 501 jurisdictions used LLEBG funding (a total of \$26.8 million) to pay for more than 800,000 hours of overtime.
- Eighty-two jurisdictions reported that more than \$6.1 million was used to support 86 forensics-related projects.

In FY 2005, the Byrne and LLEBG programs were replaced by the Edward Byrne Memorial Justice Assistance Grant Program (JAG), a single funding mechanism that will simplify the administration process for grantees. JAG will allow states and local governments to support a broad range of activities to prevent and control crime and to improve the criminal justice system.

Bulletproof Vest Partnership Program

The Bureau of Justice Assistance administers the Bulletproof Vest Partnership (BVP) Program, which is appropriated to the Department of Justice's Office of Community Oriented Policing Services, but is administered by OJP. The purpose of BVP is to help protect the lives of law enforcement officers by assisting states and units of local and tribal governments in equipping their officers with armor vests. For the BVP Program, "law enforcement officer" includes police, sheriff's deputies, correctional officers, parole and probation agents, prosecutors, judicial officials, and many others. Federal funds may be used to pay up to 50 percent of an applicant's total vest costs. Vests purchased after March 1, 1999 that meet National Institute of Justice ballistic or stab standards are eligible for funding.

- Since the Bulletproof Vest program began in 1999, more than 9,500 jurisdictions have participated, and \$120 million in federal funds have supported the purchase of 450,000 vests.
- Since the mid-1970s, the lives of more than 2,800 police officers have been saved by body armor.

Body Armor Safety Initiative

The National Institute of Justice (NIJ) developed and maintains voluntary performance standards for bullet- and stab-resistant body armor used by law enforcement personnel. After a reported failure of an NIJ-compliant vest in 2003, and in response to concerns from the law enforcement community, former Attorney General John Ashcroft announced a Department of Justice initiative to address the reliability of body armor used by law enforcement personnel and to examine the future of bullet-resistant technology and testing. Specifically, NIJ is investigating the reliability and safety of Zylon[®]-based bullet-resistant vests.

- NIJ conducted a body armor testing program and issued an interim report in March 2004 and a supplemental report in December. The cause of the vest failure remains undetermined, but tests are under way. Preliminary findings from the second phase of testing are expected in spring 2005.
- The first phase of testing yielded new data about the degradation of ballistic-resistant materials over time and, in addition to providing information about specific vests, could lead to improved performance testing in general.
- NIJ and the Bureau of Justice Assistance coordinated a one-day body armor summit on March 11, 2004, attended by representatives from federal, state, tribal, and local law enforcement agencies, law enforcement associations, manufacturers of bullet-resistant fabric and equipment, and standards and testing organizations. Participants discussed the NIJ testing program, recent test results, and how OJP could better communicate with the field, particularly law enforcement, on issues of vest safety.

Public Safety Officers' Benefits Program

The Bureau of Justice Assistance (BJA) administers the Public Safety Officers' Benefits (PSOB) Program. PSOB was designed to offer peace of mind to men and women seeking careers in public safety and to make a strong statement about the value that American society places on the contributions of those who serve their communities in potentially dangerous circumstances. The PSOB Program consists of three parts: 1) a one-time financial payment to the eligible survivors of public safety officers whose deaths are the direct and proximate result of a traumatic injury sustained in the line of duty. The death benefit payable for eligible survivors in FY 2004 was \$267,494; 2) disability benefits for public safety officers who have been permanently and totally disabled by a catastrophic personal injury sustained in the line of duty if that injury permanently prevents the officer from performing any gainful work. The disability benefit payment in FY 2004 was \$267,494; and 3) financial assistance to pay for higher education for spouses and children of federal, state, and local public safety officers who have been permanently disabled or killed in the line of duty.

In FY 2003, almost 200 payments were made for cases initiated during FY 2003 and in prior years. An additional 294 applications for education benefits were received in FY 2003.

In FY 2004, 158 death claims, 12 disability claims, and 260 education claims were approved and awarded.

In FY 2004, changes were made to make the PSOB Program more responsive to the needs of America's public safety community:

- A database of active PSOB cases was redesigned to capture and track critical details on claims, allowing benefits representatives instantly to search records and respond to inquiries on cases. This database will become the foundation for a new web-based PSOB claims system to be built in 2005, ensuring that PSOB claims are turned around in just 90 days from the date all required documents are received.
- BJA increased the availability of qualified medical consultants to review claims, decreasing the time it takes for case reviews to occur. The number of hearing officers for PSOB appeals also increased, with officers now receiving specialized training factually and respectfully to address issues raised on appeal.
- The PSOB Web site http://www.ojp.usdoj.gov/BJA/grant/psob/psob_main.html was updated to share practical details of the program, such as PSOB benefits, with law enforcement agencies.

Police Corps

The Police Corps was created in 1994 by the Police Corps Act, Title XX, Subtitle A of the *Violent Crime Control and Law Enforcement Act of 1994* (42 U.S.C. §§ 14091 *et seq.*) and is designed to address violent crime by helping state and local law enforcement agencies increase the number of officers with advanced education and training assigned to community patrol. The program has two major components.

- The Police Corps provides scholarships of up to \$3,750 per academic year on a competitive basis to students who agree to earn their bachelor's degrees, complete approved Police Corps Training, and then serve for four years on patrol, as assigned, with law enforcement agencies in areas of great need.
- The Police Corps reduces local costs of hiring and training excellent new officers by providing funds to states to develop and provide 16 to 24 weeks of rigorous residential Police Corps training for each participant.

To participate, a state lead agency designated by the Governor must submit a state plan for approval. Individuals apply to the state where they are willing to serve. Agencies in areas designated by the state as "areas of great need" are eligible to apply to the state to hire Police Corps graduates and receive annual financial assistance.

The Police Corps:

- In 2003 evaluated state Police Corps training programs using peer assessment teams; on specific training principles developed in 2002 built upon the Police Corps Guidelines for Training;
- Sponsored a formal assessment by an independent contractor of the effectiveness of Police Corps officers in the field;
- Enhanced the terrorism prevention and response training provided in Police Corps Academics;
- Evaluated the feasibility of incorporating successful Police Corps training techniques in state and local law enforcement academies;
- Standardized and separated educational assistance and stipend costs from training expenses; and
- Trained 272 new law enforcement officers in FY2004 for a total of 1,522 trained by the program since its inception.

Because of budgetary challenges in FY2004, the Police Corps placed a moratorium on recruitment of new cadets. As such, training for FY2005 will be conducted in two states rather than in all 24 participating states.

Southwest Border Prosecution Initiative

The Bureau of Justice Assistance administers the Southwest Border Prosecution Initiative (SWBPI), which is appropriated to the Department of Justice's Office of Community Oriented Policing Services, but is administered by OJP. The SWBPI provides funds to eligible jurisdictions in the four southwest border states, using a uniform payment-per-case basis for qualifying federally initiated and declined or referred criminal cases that were disposed of after October 1, 2001. Eligible jurisdictions include the county governments and the four state governments in Arizona, California, New Mexico, and Texas.

- In FY 2004, 68 counties and two state governments participated, collectively reporting 5,780 eligible cases disposed between October 1, 2003 and June 30, 2004.

Law Enforcement Tribute Act

The Bureau of Justice Assistance administers the Law Enforcement Tribute Act. The purpose of this Act is to provide grants to help eligible jurisdictions complete permanent tributes to honor the men and women of law enforcement and public safety who have been killed or disabled in the line of duty. Permanent tributes are broadly defined and may take many forms. Many memorials are fixed objects that require little maintenance. Others may include moving components, man-made or natural materials, water, plant materials, and electromechanical support systems. Law Enforcement Tribute Act grants are limited to providing funds for applicants to continue work on or complete permanent tributes. Grants may not be used by

jurisdictions that have completed a permanent tribute at the time of the award, and they cannot be used for land purchases or construction costs.

Many states, counties, municipalities, and tribal governments have undertaken projects to honor fallen and disabled officers. In FYs 2003 and 2004, almost \$685,000 was awarded to 17 jurisdictions across the nation to continue or complete work on these projects.

Public Safety Officer Medal of Valor

The Public Safety Officer Medal of Valor Act, which was enacted on May 30, 2001, created the Public Safety Medal of Valor as the highest national award for valor by a public safety officer. It is awarded by the President to public safety officers cited by the Attorney General and recommended by the Medal of Valor Review Board. The Attorney General designated OJP to serve as the federal point of contact for the Medal of Valor initiative.

"Public safety officer" is defined as a person (living or deceased) who serve(d) in a public agency, with or without compensation, as a firefighter, law enforcement officer (including a corrections or court officer, or a civil defense officer), or emergency services officer, as determined by the Attorney General. An act of valor is defined as: 1) above and beyond the call of duty; and 2) exhibiting exceptional courage, extraordinary decisiveness and presence of mind, and/or unusual swiftness of action, regardless of his or her personal safety, in an attempt to save or protect human life.

- On March 22, 2004, Deputy Attorney General James Comey and Associate Attorney General Robert McCallum honored the recipients of the Public Safety Officer Medal of Valor during a public ceremony at the Department of Justice. The six recipients of the award represented fire, police and emergency medical services from across the nation.
- The recipients of the 2003-2004 Public Safety Officer Medal of Valor were: James Ahern of Boston, MA; John Ahern of Boston, MA; Kevin Fitzhenry of Bayonne, NJ; Michael Muniz of San Antonio, TX; Barry J. Ralston of Amarillo, TX; and Marcus Young of Ukiah, CA.

Law Enforcement and Service Provider Multidisciplinary Anti-Trafficking Task Forces

The Law Enforcement and Service Provider Multidisciplinary Anti-Trafficking Task Forces Program strengthens local law enforcement anti-trafficking efforts by supporting the development of Human Trafficking Task Forces. These task forces enable local law enforcement to better identify and interdict trafficking in its various forms, whether it is forced prostitution, indentured servitude, peonage, or other forms of forced labor. Program funds provide support for state and local law enforcement to work collaboratively with victim and social services organizations and federal agencies in the identification of U.S. human trafficking victims. Program funds also provide support for enhanced enforcement efforts in communities that currently offer or will offer comprehensive services to victims of trafficking with the close

support and, if necessary, guidance of the U.S. Attorney. In addition, this program leverages trafficking victim services provided through victim services providers, refugee resettlement agencies, and other social service organizations, such as the U.S. Department of Health and Human Services and the Office for Victims of Crime. In FY 2004, BJA awarded 18 grants totaling almost \$7.5 million.

Fighting Telemarketing Fraud Against Elders

The Bureau of Justice Assistance (BJA) supports a consortium of prevention, education, and prosecution projects working to thwart fraudulent telemarketers who prey on senior citizens. A major component of the project is the Telemarketing Fraud Training Task Force, a multiagency committee led by the National Association of Attorneys General (NAAG) that includes the National District Attorneys Association through the American Prosecutors Research Institute, the National White Collar Crime Center, and the AARP Foundation.

Members of the Task Force provide training to five BJA-funded demonstration sites (Los Angeles; Atlanta; Raleigh, NC; Montpelier, VT; and the state of Illinois) that have implemented innovative telemarketing prevention and enforcement programs.

- Between January 2003 and the end of October 2004, state Attorneys General brought 619 telemarketing fraud enforcement actions, culminating with the October 2004 announcement of "Operation Roaming Charge," a joint federal-state telemarketing enforcement sweep, and "Dialing for Dollars," a nationwide anti-telemarketing fraud consumer education effort.
- Through FY 2004, NAAG had provided telemarketing fraud trial practice trainings for 196 assistant attorneys general in 46 states and the District of Columbia. In addition, more than 150 additional assistant attorneys general were trained by states that used the telemarketing fraud case file written under the auspices of NAAG.

3 Community-Based Programs

Project Safe Neighborhoods

Project Safe Neighborhoods (PSN) is a nationwide commitment to reduce gun crime in America. The effectiveness of PSN is based on the ability of local, state, and federal agencies to cooperate in a unified offensive led by the U.S. Attorney (USA) in each of the 94 federal judicial districts across the United States. Through collaboration with federal, state, and local law enforcement, each USA will implement the five core elements of Project Safe Neighborhoods—partnerships, strategic planning, training, outreach, and accountability—in a manner that is contoured to fit the specific gun crime problems in that district. The goal is to create safer neighborhoods by reducing gun violence and sustaining that reduction.

FY 2003 funding supported **Project Sentry** and the **Reducing Community Gun Violence Program**. Project Sentry provided resources for state and local juvenile justice prosecutors to increase their ability to focus on gun crimes committed by juveniles, and the Reducing Community Gun Violence Program sought to fund demonstration projects consisting of locally crafted, innovative responses to local needs to reduce gun violence. Funds totaling \$60 million were allocated for these programs using a formula. Based on the population of each United States Attorneys' district, \$285,000 to \$1.3 million was allocated.

Weed and Seed

A total of 330 active Weed and Seed sites throughout the country, representing a combined population of almost 5.5 million, are fostering a community-based, multi-agency approach to law enforcement and crime prevention. Weed and Seed designation is given after a strategy is prepared locally and approved by both the local U.S. Attorney and the Community Capacity Development Office (CCDO). Each Weed and Seed strategy must address the following elements: law enforcement and community policing (weeding); and prevention, intervention, and treatment; and neighborhood restoration (seeding). Jurisdictions must be granted Official Recognition in order to be eligible to apply for Weed and Seed funding and to use the Weed and Seed logo. Official Recognition certification also gives sites priority in obtaining other discretionary federal funding related to comprehensive community-based crime prevention strategies and enables them to participate in CCDO-sponsored technical assistance and training.

Examples of successful Weed and Seed site activities during 2003 and 2004 include:

Ogden, UT (Weed and Seed site since 2001)

In 2001, Ogden's eight-block Weed and Seed site had one of the higher concentrations of adult offenders on probation or parole in Utah, almost 12 percent of the entire population. An aggressive partnership between the Ogden Police Department and the Utah Division of Probation

and Parole began in early 2002 to address the high concentration of offenders and to tighten supervision. This partnership administers Project Team, which pairs probation officers with community police officers.

Since the inception of Project Team in the Weed and Seed site, the number of offenders living in and around the site has been reduced by 68 percent. Scattering adult offenders throughout the county and to neighboring counties not only has reduced crime, but also has provided offenders with a better chance of successful reentry because they are not encountering other offenders on a daily basis.

A Weed and Seed area supervisor for adult probation and parole reports that the remaining Weed and Seed area parolees in his site—a number fluctuating between 25 and 35, down from a high of more than 90—have become more compliant with the terms of their parole.

Delray Beach, FL (Weed and Seed site since 2000)

Delray Beach, FL, was a neighborhood out of control, held hostage by a Haitian youth gang called the Sous of Sterling. Although the gang was small, it accounted for hundreds of stolen cars and violent crimes. A study of the area showed that 70 percent of area youth were not expected to finish high school.

To address these problems, the Delray Youth Vocational Charter School (DYVCS) was founded in 2003 by two Delray Beach police officers. The school was designed to offer at-risk individuals between the ages of 14 and 23 an alternative to a life of crime: a chance to learn a job skill, earn a GED, and gain life skills.

One of the more effective and visible measurements of the school's success is that the Sous of Sterling gang no longer exists. Four of the former gang members have jobs at the Delray Toyota dealership, earning an average annual salary of \$22,000.

Aurora, CO (Weed and Seed site since 1998)

In addition to boosting the employable skills of new immigrants, Original Aurora Renewal (OAR) is using Weed and Seed to facilitate immigrants' assimilation. Since 2002, OAR has offered "Welcome to America," a six- to eight-hour course that offers civics training to help immigrants integrate into Aurora neighborhoods. The project is coordinated with the Community College of Aurora and implemented with help from the Weed and Seed grant, Wells Fargo Bank, several Catholic churches, and a faith-based non-profit organization and has served more than 250 residents.

Mental Health Courts

In FY 2003, the Bureau of Justice Assistance (BJA) administered the Mental Health Courts Program. This program funded projects that sought to mobilize communities to implement innovative, collaborative efforts that brought systemwide improvements to the way the needs of adult and juvenile offenders with mental disabilities or illnesses were addressed.

- BJA provided grants totaling about \$5.5 million to 37 jurisdictions in 29 different states. These two-year grants, totaling about \$150,000 per site, have helped some existing mental health courts add key components to their program and helped other courts in the planning stages launch their operations.
- Through its technical assistance provider, in January 2004 BJA sponsored the first-ever national meeting of mental health court practitioners in Cincinnati, Ohio. In addition, grantee courts received guidance on issues such as connecting court clients to housing, responding to the particular needs of women, and gathering outcome data.

Faith-Based Initiative

On December 12, 2002, President George W. Bush signed Executive Order 13279 calling for equal treatment of faith-based and community groups that apply for federal funding. This order was aimed at providing faith and community groups with opportunities to receive federal funds without compromising beliefs or autonomy.

As it pertains to grants, the executive order states that religious organizations will be treated on an equal basis with secular organizations in all grant determinations and administration. No person or organization eligible to apply under a federal grant program may be discriminated against on the basis of religion, religious name, or religious composition of its board, staff, or volunteers. Further, grant recipients will not be discriminated against because they are primarily religious, and they will not be required either to remove religious provisions in their chartering documents or to remove religious names, icons, or symbols from their buildings. In addition, the ultimate beneficiaries of programs administered by any grantee cannot be subject to religious coercion or discriminated against on the basis of their religion.

Many programs within OJP offer faith-based and community organizations opportunities for funding through grants, subgrants, service contracts, or technical assistance services. These programs include:

- Edward Byrne Memorial State and Local Law Enforcement Assistance Grant Program
- Local Law Enforcement Block Grants Program
- Mental Health Courts Program
- Serious and Violent Offender Reentry Initiative
- Residential Substance Abuse Treatment for State Prisoners Program
- Drug Courts
- Weed and Seed

Tribal Courts Assistance Program

The Bureau of Justice Assistance (BJA) administers grants to support the development, implementation, enhancement, and continuing operation of tribal judicial systems. For FY 2004, there were three separate categories under which tribes could apply:

1. **Category I: Planning and Implementing an Intertribal Court System for Smaller Service Populations.**
2. **Category II: Planning and Implementing a Single-Tribe Court System.**
3. **Category III: Enhancing and Continuing the Operation of Tribal Courts.**

Through the Tribal Courts Assistance Program (TCAP), resources helped tribes to establish core structures for tribal courts, improve case management, train court personnel, acquire additional equipment and software, enhance prosecution and indigent defense, support probation diversion and alternative sentencing programs, access services, focus on juvenile services and multidisciplinary protocols for child physical and sexual abuse, and structure intertribal or tribal appellate systems.

Through the TCAP technical assistance program, BJA formed a National Tribal Court Assistance Program Advisory Committee and broadened the number of TA and training providers available to Alaska Native villages and federally recognized tribes that are developing or enhancing tribal courts from five to more than 40.

4 Corrections/Managing Offenders

Serious and Violent Offender Reentry Initiative

The Serious and Violent Offender Reentry Initiative (SVORI) is supported by the Department of Justice's OJP, Office of Community Oriented Policing Services, Office on Violence Against Women, and National Institute of Corrections, and their federal partners: the U.S. Departments of Labor, Education, Health and Human Services, and Housing and Urban Development. The initiative is a comprehensive effort that addresses both juvenile and adult populations of serious, high-risk offenders. It provides funding to develop, implement, enhance, and evaluate reentry strategies that will ensure the safety of the community and the reduction of serious, violent crime. This is accomplished by preparing targeted offenders to successfully return to their communities after having served a significant period of secure confinement in a state training school, juvenile or adult correctional facility, or other secure institution. In FY 2004, Congress appropriated \$4,948,000 for SVORI.

- SVORI encompasses three stages: institutionally based programs; community-based transition programs; and community-based long-term support. The plan covers several key disciplines, including transitional housing and engagement of faith- and community-based services.
- SVORI also includes a multi-site, national evaluation conducted by NIJ. The evaluation focuses on 15 selected projects to identify best practices with returning offenders to communities from prisons. NIJ also developed an overview of all SVORI grantees to provide a snapshot of current practices, which was released in August 2004.
- In 2003, BJA and its federal partners commissioned the National Training and Technical Assistance Center (NTTAC) to conduct an assessment of training and technical assistance needs for SVORI sites. Upon reviewing those needs, several new programs and activities were developed, including a web-based searchable database to assist with identifying available resources, training programs for grantees on collaboration and team building, and community supervision training programs that train both policymakers and supervisors of community corrections agencies. These programs will be tested in early 2005.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) oversees the juvenile sites participating in SVORI.

- During FY 2003 and 2004, OJJDP provided regional trainings to juvenile sites on topics such as case management, assessment and classification, the link between institutional and community corrections services, prerelease and post-release planning, graduated responses (sanctions and incentives), and populations with special needs (including minority, female, and sex offenders, and offenders with mental health issues).

- During FY 2003 and 2004, OJJDP provided funds through the Targeted Reentry Initiative to four juvenile sites to develop Boys & Girls Clubs in juvenile correctional institutions. Designed and managed by Boys & Girls Clubs of America, the initiative seeks to reduce recidivism among high-risk juvenile parolees. Participating youth receive intensive case management services and are tracked when they return to their communities, where they are linked to a local Boys & Girls Club.

In his 2004 State of the Union address, President Bush supported the principles of the interagency SVORI when he proposed a four-year, \$300 million prisoner reentry initiative, beginning in 2005, to reduce recidivism and the societal costs of re-incarceration by helping inmates to return successfully to their communities through an employment-centered program.

State Criminal Alien Assistance Program

The Bureau of Justice Assistance (BJA) administers the State Criminal Alien Assistance Program (SCAAP), in coordination with the Department of Homeland Security's Bureau of Immigration and Customs Enforcement. SCAAP provides federal payments to states and localities that incurred correctional officer salary costs for incarcerating undocumented criminal aliens with at least one felony or two misdemeanor convictions for violations of state or local law, and incarcerated for at least four consecutive days during the reporting period. In FY 2004, Congress appropriated \$296,896,000 for the State Criminal Assistance Program.

- In FY 2003, BJA paid \$240 million to 805 jurisdictions that incarcerated more than 300,000 undocumented criminal aliens.
- In FY 2004, BJA paid more than \$281 million to 748 eligible jurisdictions that incarcerated more than 278,000 undocumented criminal aliens.
- In FY 2004, final payments covered 42 percent of applicants' reported salary costs attributable to their undocumented criminal aliens, a 6 percent increase from FY 2003.

Comprehensive Approaches to Sex Offender Management

The Bureau of Justice Assistance administers the Comprehensive Approaches to Sex Offender Management (CASOM) Discretionary Grant Program to help jurisdictions implement comprehensive approaches to the effective management of sex offenders in the community or to enhance existing programs. Program funds are intended to increase public safety and reduce victimization. Although this program focuses on the continuum of activities and services for sex offenders, grant funds must be targeted for the community reintegration and community management of these offenders and not to institutional services.

Under this program, the Center for Sex Offender Management (CSOM) supports CASOM grant recipients by helping them develop sound sex offender management strategies. CSOM also provides non-grant jurisdictions with training and technical assistance, and acts as an information exchange medium to provide useful, current, and accessible information to the field.

5 Juvenile Justice

Juvenile Justice and Delinquency Prevention: Formula Grant Program and Juvenile Accountability Block Grant Program

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) works closely with states and local jurisdictions to help them strengthen their juvenile justice systems through formula and block grants. The 2002 reauthorization of the Juvenile Justice and Delinquency Prevention (JJDP) Act revised many of these programs, and OJJDP devoted much of 2003 and 2004 to implementing the revisions and providing related information and training to the states.

- During July and August 2003, OJJDP conducted four regional training conferences to prepare state agencies for the statutory and regulatory changes in formula and block grant programs. The three-day training sessions provided an overview of the new Act and information about a number of topics, including developing performance measures, changes in compliance monitoring, and links between child abuse/neglect and delinquency.
- The Juvenile Accountability Block Grant (JABG) program supports programs that hold delinquent youth accountable for their actions. During FY 2003, 55 eligible jurisdictions received awards totaling approximately \$149 million. The total appropriation for JABG in FY 2004 was \$60 million. To help JABG grantees document and assess the effectiveness of their activities, OJJDP developed and began implementing a system of outcome-based performance measures appropriate for all activities funded with JABG funds.
- One of the major changes introduced in the JJDP Act of 2002 was broadening the concept of disproportionate minority confinement (DMC) to encompass minority youth who come into contact with the juvenile justice system at any one point, thus a change in definition of DMC to disproportionate minority contact. Long a leader in helping the nation address this issue, OJJDP further strengthened its efforts in FY 2003 and 2004. To help states understand and implement the new DMC core requirement, OJJDP conducted extensive training for state personnel, clarifying definitions of "minority" and "contact," and provided consultations to individual states on how to measure DMC (using the recently developed DMC Relative Rate Index) and create data-driven plans for examining and developing intervention strategies. OJJDP also distributed training videos and posted training presentations to its Web site.

Gang Reduction Program

In 2003, OJJDP began the Gang Reduction Program (GRP) to help reduce youth gang activity in four neighborhoods located in Los Angeles, Milwaukee, North Miami Beach, and Richmond, VA. GRP is helping these pilot communities combine local, state, and federal resources to develop and implement plans that incorporate a broad spectrum of research-based interventions

to address the full range of factors that contribute to high levels of juvenile delinquency and gang activity. Each community received \$2.5 million to support gang reduction efforts for a three-year period. Communities will leverage existing resources, programs, and services and only use grant funds to fill gaps in existing programs and services. All the programs are working in partnership with their U.S. Attorneys, and two of the programs overlap with existing Weed and Seed program sites.

- This program represents collaboration across agencies, with the U.S. Department of Housing and Urban Development and the COPS office making significant financial contributions. OJJDP is also working to leverage resources from other federal agencies.
- OJJDP established the National Youth Gang Center (NYGC) to provide training and technical assistance for this program. The NYGC received some \$900,000 in FY 2003 funds for the three-year project period. Communities in Schools, Inc. also received \$600,000 in FY 2003 funds to support primary prevention efforts, and the Boys & Girls Clubs of America is drawing from existing OJJDP funding to support GRP. The Urban Institute, which is conducting a national evaluation, received \$1,325,000 in FY 2003 funds for the three-year project period.
- In 2004, the sites assembled a multidisciplinary team to advise on gang prevention, intervention, and suppression activities and strategies; performed a detailed analysis of crime and gang crime data in the target area; conducted an inventory of program and service resources in and around the target area; and developed a six-month plan to launch gang prevention, intervention, and suppression activities.
- OJJDP and NYGC developed the online GRP Strategic Planning Tool to help identify service gaps and provide solutions to gang problems in a cost-effective, cross-agency fashion. This tool enables local practitioners to access information about effective programs and to develop a comprehensive response to specific delinquency and gang problems.

Gang Summit

In response to heightened gang violence in the Washington, DC region, in September 2004 the Office of Justice Programs cosponsored a Washington Regional Gang Summit in partnership with the Metropolitan Washington Council of Governments. The Summit featured a full-day conference that provided practical knowledge about effective anti-gang programs to more than 500 attendees representing a wide range of professions across the region. The second day of the conference was an executive session that focused on strategic coordination with a group of 70 regional leaders and elected officials.

Enforcing the Underage Drinking Laws Program

OJJDP has administered the Enforcing the Underage Drinking Laws (EUDL) Program since the program was created in 1998 under Title V of the Juvenile Justice and Delinquency Prevention Act of 1974. Through block grants, discretionary grants, training, and technical assistance, the EUDL Program assists law enforcement efforts to prevent underage drinking. OJJDP is also funding a national evaluation of the program.

- Each state and the District of Columbia received a block grant of \$360,000 to fund the establishment of statewide task forces, public education campaigns, and innovative programs to prevent underage drinking.
- In 2003, five states—California, Connecticut, Florida, Missouri, and New York—were competitively selected to participate in the new EUDL Community Trials Initiative. Each state received \$960,000 to implement best or most promising practices in seven communities. The EUDL Community Trials Initiative uses rigorous research methods to assess the effectiveness of evidence-based practices implemented within the context of the EUDL Program.
- In 2004, OJJDP developed the Rural Communities Initiative to help four states (Illinois, Pennsylvania, Nevada, and New Mexico) implement research-based practices to prevent and reduce underage drinking in rural communities. As part of the initiative, the National Institute on Alcohol Abuse and Alcoholism (part of the National Institutes of Health) will conduct process and outcome evaluations of programs implemented by grantees.
- OJJDP also continued to provide training and technical assistance during FY 2003 and 2004 through the Underage Drinking Enforcement Training Center (UDET). UDET provides training or technical assistance to about 10,000 individuals annually.

Truancy Reduction Program

Truancy has long been identified as an early warning sign of potential delinquent behavior. OJJDP, CCDO (through its Weed and Seed initiative), and the U.S. Department of Education began working on the Truancy Reduction Demonstration Program in 1998. The program helps communities to develop comprehensive approaches to identifying and tracking truant youth and reducing truancy. Its seven demonstration sites are diverse in size (serving 30 to 1,600 youth), geographic location, ethnic makeup, and community leadership.

In 2003, OJJDP added a component to its truancy efforts when it awarded a grant to the National Truancy Prevention Association in Providence, RI, to provide training and technical assistance to communities implementing truancy programs.

The National Center for School Engagement (NCSE) at the Colorado Foundation for Families and Children in Denver is conducting a national evaluation of the Truancy Reduction Demonstration Program. The study focused on process evaluation to determine program results at the seven demonstration sites, with a quasi-experimental design in three of the seven sites.

NCSE has created an online data collection system to track truant students' demographics, needs, service referrals, juvenile justice involvement, and disciplinary incidents. Student outcomes are being measured by school attendance, involvement, and achievement. The final evaluation report will be published in December 2005.

- On April 30, 2003, OJJDP sponsored a live satellite videoconference for the public, "Community Responses to Truancy: Engaging Students in School." Participants discussed causes of truancy and its effects on youth, families, schools, and communities.

Tribal Youth Program

Since 1999, OJJDP has supported tribal efforts to prevent and control delinquency and improve the juvenile justice system for American Indian and Alaska Native (AI/AN) youth through the Tribal Youth Program (TYP). In 2003 and 2004, OJJDP continued to fund TYP activities, TYP mental health initiatives, training and technical assistance, and research and evaluation projects. It also developed the Tribal Juvenile Accountability Discretionary Grant program and sponsored the first-ever tribal videoconference in Indian Country.

- OJJDP announced a new tribal program in 2004 to encourage tribes to implement programs that strengthen tribal juvenile justice systems and promote reforms that hold AI/AN youth accountable for their offenses. The Tribal Juvenile Accountability Discretionary Grant (JADG) program was authorized by the Omnibus Crime Control and Safe Streets Act of 2002. In 2004, OJJDP awarded three cooperative agreements under the Tribal JADG program.
- On September 27-28, 2004, OJJDP convened a Tribal Leaders Listening Conference in Washington, DC. The purpose of the conference, which coincided with the grand opening of the National Museum of the American Indian, was to foster collaboration between tribes and the federal government on issues and challenges affecting tribal youth. Participants included tribal leaders and representatives from the U.S. Departments of Justice, Education, the Interior, and Health and Human Services.
- In 2002, OJJDP began a major study of risk and protective factors for juvenile delinquency in tribal communities. The Longitudinal Study of Tribal Youth Risk and Resiliency Using the Community Readiness Model is being conducted by Colorado State University's Tri-Ethnic Center for Prevention Research in Fort Collins, CO. During 2003 and 2004, researchers completed a feasibility study and began working with three tribes to develop the methodology and infrastructure.
- In 2003 and 2004, OJJDP continued to support a program that is helping five tribes evaluate the effectiveness of efforts they have funded with their TYP grants. The Tribal Youth Evaluation Facilitation Project is building the capacity of tribes to conduct their own evaluations of TYP-funded activities. It also is documenting the juvenile justice activities and responsibilities of tribal communities; how they interrelate with county, state, and federal governments; and the historical, social, and economic contexts in which they exist.

Project Childsafe

Project ChildSafe distributed firearm safety kits to gun owners that contain a cable-style gunlock and provided information on how to properly store and safely handle their weapons.

- In response to a shooting accident that involved a police officer's child, Project ChildSafe in spring 2003 donated 33,000 gunlocks, enough to cover all sworn officers, to the New York Police Department through the Patrolmen's Benevolent Fund.
- In FY 2004, state governors, attorneys general, and law enforcement partners participated in media events nationwide reaching almost 360,000 individuals with Project ChildSafe information.
- In FY 2004, the American Society for Testing and Materials issued a universal standard for gun locks. Gun locks distributed by Project ChildSafe met this standard, proving to be yet another indicator of success.

Missing and Exploited Children:

AMBER Alert

AMBER ALERT stands for America's Missing: Broadcast Emergency Response. The AMBER Alert System began in 1996 when Dallas-Fort Worth broadcasters teamed with local police to develop an early warning system to help find abducted children. The name was created as a legacy to 9-year-old Amber Hagerman, who was kidnapped while riding her bicycle in Arlington, Texas, and then brutally murdered. In October 2002, following the White House Conference on Missing and Exploited Children, Attorney General John Ashcroft appointed Deborah J. Daniels, Assistant Attorney General for OJP, to serve as the first AMBER Alert coordinator. Experts and OJP's partners at the National Center for Missing and Exploited Children (NCMEC) were brought together to assist in developing a national strategy to create a seamless network for AMBER Alerts. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has coordinated training and technical assistance. The strategy has yielded remarkable success in the recovery of abducted children.

- OJP in August 2003 held the first-ever National Training Conference on AMBER Alert, bringing together teams from every state to foster AMBER Alert plan development and improvement, and share best practices.
- OJP in December 2003 held an AMBER Alert Technology Conference, giving AMBER Alert coordinators access to new technology to improve interoperability.
- OJP in April 2004 issued guidance to law enforcement officials and broadcasters on criteria for issuing AMBER Alerts.

- National, regional, and local conferences held from 2002 to 2004 have trained more than 2,000 law enforcement officers, broadcasters, and transportation officials in various aspects of AMBER Alert.
- NCMEC has signed agreements with communication companies such as NEXTEL and AOL to create a mechanism for secondary distribution of AMBER Alerts.
- Collaboration with the FBI has led to the creation of a mechanism for notifying the FBI and NCMEC, greatly increasing chances for prompt apprehension of the abductor and child.
- *America's Most Wanted* has produced, free of charge, public service announcements featuring John Walsh and Ed Smart.

As of February 2005, 189 children had been rescued through the help of AMBER Alert, and 80 percent of those recoveries had taken place since October 2002, when AMBER Alert became a nationally coordinated program. In 2001, only four statewide plans existed; today, all 50 states have statewide plans in place.

National Center for Missing and Exploited Children

Funded by OJJDP since 1984, the National Center for Missing and Exploited Children (NCMEC) is the nation's primary resource center and clearinghouse for missing and exploited children. It is the only non-profit organization with a 24-hour hotline (800-843-5678 or 800-THE-LOST) that can handle calls in more than 140 languages. NCMEC staff includes representatives from U.S. Immigration and Customs Enforcement, the Federal Bureau of Investigation, the Postal Inspection Service, the U.S. Secret Service, and the U.S. Department of State. NCMEC provides training and technical assistance to law enforcement and other agencies through a number of programs, including the Jimmy Ryce Law Enforcement Training Center.

- In 2003, NCMEC answered 67,150 calls on its hotline and assisted in the recovery of 7,100 children. During the first two quarters of 2004, the Center answered 35,071 hotline calls and assisted in the recovery of 4,616 children. NCMEC's recovery rate for missing children has risen from 62 percent in 1990 to 94 percent in 2004.
- In 2003, NCMEC established the Family Advocacy Division (FAD) and Team Adam to better serve families of missing and sexually exploited children. FAD works with families, law enforcement, and family advocacy agencies to provide technical assistance, referrals, and crisis intervention services. Team Adam sends rapid-response teams of experts (retired law enforcement officers with special training) to the sites of cases of child abduction and sexual exploitation.

NCMEC manages the CyberTipline www.cybertipline.com, which allows computer users and service providers to report information about Internet-based child pornography and exploitation. In 2003, NCMEC's CyberTipline received 53,453 reports. In the first three quarters of 2004, it received 96,605 reports.

Internet Crimes Against Children

The Internet Crimes Against Children (ICAC) Task Force Program helps state and local law enforcement agencies develop an effective response to cyber enticement and child pornography cases. This help encompasses forensic and investigative components, training and technical assistance, victim services, and community education. Numerous task forces have been established throughout the nation.

The program was developed in response to the increasing number of children and teenagers using the Internet, the proliferation of child pornography, and the heightened online activity by predators searching for unsupervised contact with underage victims. The FY 1998 Justice Appropriations Act (Pub. L. No. 105-119) directed OJJDP to create a national network of state and local law enforcement cyber units to investigate cases of child sexual exploitation (i.e., ICAC).

The National Center for Missing and Exploited Children (NCMEC) provides basic training to law enforcement officials and prosecutors to help them combat computer-facilitated child exploitation.

Commercial Sexual Exploitation of Children

Commercial sexual exploitation of children (CSEC), including the prostitution of children, is often an overlooked and egregious form of child abuse. In 2003 and 2004, OJJDP furthered efforts to better understand CSEC and improve community prevention and response by supporting local programming and services for exploited youth, raising public awareness, and providing training to and improving coordination among professionals involved in prevention efforts.

- OJJDP chose Atlanta and New York City as pilot sites for a five-year initiative to develop a set of model strategies and practices for addressing CSEC, providing the sites with support that focuses on increasing prosecutions of offenders and traffickers, enhancing services to victims, and using education, training, and enforcement activities to prevent exploitation.
- During 2004, OJJDP collaborated with OJP's National Institute of Justice to collect data from the two pilot sites to determine the effectiveness of program and policy changes in identifying, investigating, and prosecuting adults involved in CSEC. The study is also examining the impact of services provided to exploited children and youth.
- In July 2003, OJJDP provided funds to support the first national summit of sexually exploited youth. "Breaking the Silence," organized by the Girls Education and Mentoring Service and held in Washington, DC, provided a forum for these youth and for further understanding of these issues.

6 Victims of Crime

Deposits into the Crime Victims Fund in Fiscal 2002 that were available for programs in Fiscal 2003 totaled \$519 million. Deposits in Fiscal 2003 available for programs in Fiscal 2004 totaled \$361 million.

Victim Compensation

The Office for Victims of Crime (OVC) administers grants that respond to the special needs of victims of crime by supporting state crime victim compensation programs. These programs provide direct reimbursement to crime victims for out-of-pocket expenses, such as counseling fees, medical costs, lost wages, and funeral and burial expenses. OVC awarded \$351 million in 2003 and 2004 to all 50 states, the District of Columbia, and two U.S. territories to support victim compensation programs. Victims of Crime Act (VOCA) funds were used to pay 171,912 compensation claims in 2003. Assault cases accounted for the highest number of paid claims.

Victim Assistance

In addition to compensating victims for financial losses, OVC supports thousands of direct service programs. A total of \$709 million was awarded through states to public agencies and community-based organizations to fund direct services in 2003 and 2004. In FY 2003, VOCA victim assistance state grantees funded 5,766 subgrantees, two-thirds of which were private non-profit organizations. Subgrantees served almost 3.8 million victims, almost half of whom were victims of domestic violence.

Helping Outreach Programs to Expand

OVC created the Helping Outreach Programs to Expand (HOPE) program to boost small community and faith-based organizations that receive no funding from established programs. These organizations often need only a small amount of money to expand their outreach and services to crime victims. Through a streamlined application process, HOPE makes one-time grants of up to \$5,000 each to support such activities as developing program literature, producing newsletters, training advocates and volunteers, supporting victim outreach efforts, and purchasing office equipment. OVC awarded almost \$1.6 million to 318 programs in 2003 and 2004, and those programs trained more than 2,500 advocates and volunteers and printed and distributed more than 100,000 newsletters.

Tribal Victim Assistance Discretionary Grant Program (formerly Victim Assistance in Indian Country Discretionary Grant Program)

OVC's Tribal Victim Assistance (TVA) Discretionary Grant Program supports the planning and implementation of programs to improve the ability of American Indian and Alaska Native communities and reservations to provide direct services to victims. In 2003 and 2004, OVC

awarded almost \$5 million to 25 TVA programs. Funds allowed service providers to reach victims in remote areas such as the northern tip of Alaska, and they helped to provide basic communication infrastructure like voicemail and Internet access. In addition, the TVA training and technical assistance program provided training to more than 350 reservation-based advocates and criminal justice personnel and responded to more than 1,600 requests for technical assistance.

Children's Justice Act

OVC's Children's Justice Act (CJA) program is designed to help tribes improve their response to child abuse by supporting the establishment of comprehensive child abuse programs and the development of child sensitive policies and procedures within tribal criminal justice and child protection service systems. In 2003 and 2004, OVC awarded \$3.5 million to 17 programs. CJA funds supported many advances, among them the establishment on the Crow Creek, South Dakota reservation of the first child advocacy center in Indian country and services to remote Eskimo villages that are accessible only by air or water.

Services for Trafficking Victims

Each year, an estimated 600,000 to 800,000 people are trafficked against their will across international borders. As many as 17,500 are thought to be trafficked into the United States where they are forced into prostitution, sweatshop labor, and other forms of involuntary servitude. In 2002, Congress appropriated \$10 million for a trafficking victim services grant program, which is administered by OVC. OVC has funded 21 projects to provide emergency and long-term assistance to trafficking victims, and supports a project to provide technical assistance to grantees. Through June 2004, these projects served 313 victims and trained or briefed almost 14,000 law enforcement officers, attorneys, medical and mental health professionals, and community members. OVC also helped to organize a training workshop on identifying and serving trafficking victims at the DOJ-sponsored national conference on trafficking, which President Bush addressed, in July 2004.

Faith-Based Initiatives

OVC has supported several projects designed to heighten the involvement of the faith community in serving crime victims. Funding is helping to strengthen partnerships between faith-based institutions and victim assistance programs in five high-crime urban areas, facilitating faith community involvement in developing protocols to respond to mass violence, training faith-based volunteers to serve victims, providing faith-based services to child abuse victims, training chaplains to serve as first responders, and helping to incorporate victimization training in seminary curricula. OVC also awarded funding to 20 community- and faith-based organizations to promote coalition building between the faith and victim assistance communities, and made eight awards to support faith-based counseling in Indian country.

Antiterrorism and Emergency Assistance Program

OVC supports programs designed to assist victims of terrorism and transnational crimes such as human trafficking, international child abduction, and crimes against tourists. In 2003 and 2004, OVC's Victim and Family Assistance Call Center served more than 3,000 victims, providing information and referrals to victims of the September 11th attacks and of the bombings in Bali, Indonesia, in October 2002 and in Riyadh, Saudi Arabia, in May 2003. Its Victim Reunification Travel Program helped to return 41 abducted children to the United States. OVC also worked with the Center for Mental Health Services to finalize a manual to help mental health and human service workers assist victims of terrorism and mass violence, and translated 17 victim-focused publications into seven foreign languages.

Victim Assistance in the Federal System

OVC provides direct assistance to victims of federal crime, helps improve the response of federal, military, and tribal personnel to crime victims, and monitors compliance with federal victims' rights laws and the Attorney General's Guidelines on Victim and Witness Assistance. In 2003 and 2004, OVC awarded \$7.5 million to serve federal victims and to enlarge the capacity of federal agencies to meet victims' needs. Through agreements with other federal agencies, OVC provided financial assistance to cover emergency travel and lodging, translation services for human trafficking victims, medical and forensic exams for victims in Indian country, crisis counseling for sexually abused children, clean up at the scene of a multiple homicide, and legal fees to change the name of a pornography victim whose name and picture were posted on the Internet. OVC also funded training for federal criminal justice personnel and military victim-witness staff, a program to aid child victims exposed to drug and chemical contamination, and regional conferences focused on issues specific to American Indians.

Fighting Telemarketing Fraud Against Elders

BJA supports several prevention, education, and prosecution projects to thwart fraudulent telemarketers who prey on senior citizens. A major component of these projects is the Telemarketing Fraud Training Task Force, a multi-agency committee led by the National Association of Attorneys General (NAAG) that includes the National District Attorneys Association (NDAA), the National White Collar Crime Center (NW3C), and the American Association of Retired Persons (AARP). (See Chapter 2: Law Enforcement).

Law Enforcement and Service Provider Multidisciplinary Anti-Trafficking Task Forces

The Law Enforcement and Service Provider Multidisciplinary Anti-Trafficking Task Forces Program strengthens local law enforcement anti-trafficking efforts by supporting the development of Human Trafficking Task Forces. (See Chapter 2: Law Enforcement).

OVC's Training and Technical Assistance Center

OVC's Training and Technical Assistance Center (TTAC) develops and adapts training and technical assistance materials, provides short- and long-term assistance to OVC grantees, assesses the needs of victim service providers, evaluates service programs, and uses technology to aid in improving program management. It also supports continuing education and training for service providers by helping to cover the costs of registration, travel, and lodging. During a two-and-a-half year period ending in September 2004, TTAC responded to more than 200 training and technical assistance requests from the field and awarded almost 150 training scholarships totaling \$200,000.

7 Substance Abuse and Crime

Residential Substance Abuse Treatment for State Prisoners Formula Grant Program

The Residential Substance Abuse Treatment (RSAT) for State Prisoners Formula Grant Program encourages states to develop substance abuse treatment programs for incarcerated offenders.

- *Substance Abuse Treatment for State Prisoners: Implementation Lessons Learned:* This Special Report summarizes the results of a National Evaluation of RSAT and process evaluations of 12 local sites across the country. Findings include that RSAT has been responsible for substantial increases in the number of residential and nonresidential treatment slots available for offenders with substance abuse problems and the number of staff trained to work in substance abuse treatment programs.
- *Residential Substance Abuse Treatment for State Prisoners: Breaking the Drug-Crime Cycle Among Parole Violators:* This Research for Practice report examines the Residential Substance Abuse Treatment (RSAT) program at the South Idaho Correctional Institution. The program targets parole-violating inmates with substance abuse problems in an effort to reduce recidivism. Researchers conducted a 15-month evaluation of the program's process to identify strengths and weaknesses. Their findings may be instructional for other correctional facilities grappling with similar problems.

Drug Courts

The Bureau of Justice Assistance (BJA) administers the Drug Court Discretionary Grant (DCDG) Program. This program provides financial and technical assistance to states, state courts, local courts, units of local government, and American Indian tribal governments to develop and implement treatment drug courts that effectively integrate substance abuse treatment, mandatory drug testing, sanctions and incentives, and transitional services in a judicially supervised court setting with jurisdiction over nonviolent, substance-abusing offenders. Programs funded by DCDG are required by law to target nonviolent offenders and must implement a drug court based on 10 key components. This program supports the following drug court activity: adult drug court implementation; juvenile drug court implementation; family drug court implementation; single jurisdiction drug court enhancement; and statewide drug court enhancement.

- A National Institute of Justice (NIJ) study released in 2003 found that 16 percent of drug court graduates nationwide were rearrested and charged with a felony a year later, compared with a recidivism rate of 67 percent for drug offenders released from prison.
- In 2004, NIJ began a major study to further assess drug court effectiveness. Researchers are conducting extensive surveys of drug court officials and interviews with offenders. Follow-up offender interviews will be conducted at intervals of six months, 18 months,

and 24 months. Results should reveal variations in drug court policies and practices and data on offender recidivism. Preliminary findings are expected in 2007.

- As a result of BJA funding, the states of New York and California released statewide evaluation reports in FY 2003 that further demonstrated the effectiveness of drug courts. The New York evaluation found that in six sample jurisdictions, the rearrest rate among drug offenders who completed a court-monitored treatment plan was 29 percent lower over three years than for offenders who served a prison sentence without treatment. The California evaluation revealed that drug courts resulted in substantial annual savings of \$18 million to the criminal justice system as a result of reduced prison and jail costs, lower victimization costs, reduced recidivism, and greater case processing efficiency.

Harold Rogers Prescription Drug Monitoring Program

The Bureau of Justice Assistance (BJA) administers the Harold Rogers Prescription Drug Monitoring Program. Named to honor the long-time Chairman of the House Appropriations Subcommittee on Commerce, Justice, State, and the Judiciary, the program is intended to help prevent and detect the diversion and abuse of pharmaceutical controlled substances. This is particularly important for the retail sector where no other automated information collection system exists. Grants are awarded to states seeking to establish monitoring programs, including statewide data collection and analyses, and to states seeking to improve existing programs.

- In FYs 2003 and 2004, the National Alliance for Model State Drug Laws was awarded \$1.5 million to serve as the technical assistance provider and coordinate conferences for program participants.
- In FY 2004, BJA created a Model Interstate Compact document that addresses information-sharing issues. BJA awarded a grant to the Integrated Justice Information Systems (IJIS) Institute, which is working to support the technology needs of states as it relates to information sharing.

Enforcing the Underage Drinking Laws Program

OJJDP has administered the Enforcing the Underage Drinking Laws (EUDL) Program since the program was created in 1998. (See Chapter 5: Juvenile Justice).

Indian Alcohol and Substance Abuse Program

The Bureau of Justice Assistance (BJA) administers the Indian Alcohol and Substance Abuse Program. The purpose of this program is to reduce crimes associated with the distribution and use of alcohol and controlled substances in tribal communities. The program seeks to mobilize tribal communities to implement or enhance innovative, collaborative efforts that address public safety issues related to alcohol and substance abuse. Under the program, tribes will develop new or enhance existing strategies that prevent, interdict, and treat alcohol and drug use by members of tribal communities.

In FY 2004, the program's lead technical assistance provider provided training and technical assistance to 750 training attendees, including 300 grantees, 100 non-grantee tribal scholarship recipients, and 350 additional non-grantee attendees at BJA-sponsored national and regional events.

Drug-Free Communities Support Program

The Office of National Drug Control Policy's (ONDCP) Drug-Free Communities Program was administered through the Office of Juvenile Justice and Delinquency Prevention through an interagency agreement with ONDCP from FY 1998 to FY 2004. Discretionary grants of up to \$100,000 were designed to strengthen community anti-drug coalitions and reduce substance abuse among youth throughout the United States.

8 Terrorism and Domestic Preparedness

State and Local Antiterrorism Training Program

The State and Local Anti-Terrorism Training (SLATT) Program provides training in detecting, investigating, and prosecuting extremist criminal activity, including activity that is inspired by international events. It was redesigned after the September 2001 attacks to meet the needs of state and local law enforcement in preparing for their new role in homeland security.

A distinguishing feature of the SLATT Program is its capacity to provide specialized training to meet specific needs. In addition, the SLATT Program provides extensive ongoing anti-terrorism research and disseminates findings to law enforcement via resource material and secure Web sites. For example:

- Specialized SLATT workshops were developed and delivered. In the last four years (January 2001–October 2004), 35,000 law enforcement professionals (an increase of 119 percent over the previous four years) have been trained in more than 300 training events across the country.
- The Investigative/Intelligence Workshop was designed to provide comprehensive information about investigative procedures, issues, and challenges related to terrorism and criminal extremism. During FY 2003, several new topics were added and others expanded to ensure that materials were timely and addressed current events.
- BJA developed a SLATT Train-the-Trainer program to expand the reach of training programs on basic terrorism and awareness. As of October 2004, 21 Train-the-Trainer workshops have been delivered to 1,083 law enforcement trainers. These trainers have, in turn, trained some 104,000 officers nationwide. This is in addition to the officers who received direct SLATT training.

SLATT staff also supported the Counter-Terrorism Training Coordination Working Group (CTTWG). The CTTWG was established at the request of OJP's Assistant Attorney General Deborah J. Daniels to aid law enforcement in meeting the challenges of terrorism. The goal of the working group is to maximize the use of limited resources by ensuring that counter-terrorism training offered by federal agencies conveys a consistent message, is of the quality needed, and meets the needs of law enforcement and first responders.

Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program

Byrne funds have supported counterterrorism and domestic preparedness efforts. For example:

- The Alabama Department of Community Affairs used Byrne grant funds to purchase equipment and train personnel to protect Alabama judicial offices from domestic terrorism. More than 200 law enforcement personnel were trained in courthouse security

and terrorism prevention. Byrne funds were used to purchase x-ray machines, walk-through metal detectors, and handheld metal detectors for some 40 courthouses throughout the state. Alabama law enforcement officials credited the availability of the federal funds with their ability to apprehend a defendant attempting to bring a concealed firearm into the Chambers County Courthouse.

- The Ohio Office of Criminal Justice Services used Byrne grant funds to develop an educational program for Ohio citizens called Terrorism Awareness and Prevention. The 40-minute presentation is intended primarily for distribution by and provided at no cost to Ohio law enforcement and first responders. The presentation is designed to demonstrate how residents may help protect themselves, their families, and their neighborhoods through safety and security planning and encourage partnerships with residents, law enforcement, first responders, and community service providers.

Also, many cities and counties have redirected Local Law Enforcement Block Grant (LLEBG) resources to support counterterrorism efforts.

National Institute of Justice Initiatives

NIJ continued its work to provide the guardians of public safety with the most advanced tools available for detecting threats of terrorism and preventing and responding to terrorist acts. NIJ expanded its counterterrorism focus to encompass research into the structure of terrorist groups, patterns of terrorist conduct prior to an incident, and the nature of funding for terrorist operations. In 2003, NIJ selected 13 areas for study, ranging from the link between terrorism and organized crime to the role of law enforcement in protecting the livestock industry.

NIJ also sought to provide technology-based support to bomb squads across the nation, both by improving protective devices and by making information and information technology more available to bomb technicians. In 2003, it funded a project to modify the Vanguard, a high-performing bomb inspection and disruption robot that can be purchased far more cheaply than comparable systems. NIJ also is evaluating a palm-size device that it helped to develop to give bomb technicians on-scene access to charts, manuals, and other critical information, and began distributing a portable PC-based x-ray system that diagnoses explosives in real time.

Antiterrorism and Emergency Assistance Program

OVC supports programs designed to assist victims of terrorism and transitional crimes such as human trafficking, international child abduction, and crimes against tourists. (See Chapter 6: Victims of Crime).

9 Technology to Fight Crime

President's DNA Initiative

DNA analysis of crime scene evidence is as important a breakthrough in solving crimes as the advent of fingerprint analysis was a century ago. Through advances in DNA technology, police and sheriffs' departments are solving new and old cases (some of them "cold cases" unsolved for years, even decades). However, as of FY 2004, about 350,000 samples from rape and homicide cases remained backlogged. OJP is committed to eliminating this backlog and making DNA analysis a routine and affordable tool for state and local law enforcement.

In 2003, President Bush announced the "Advancing Justice Through DNA Technology" Initiative, which provides \$1 billion over five years to expand the use of DNA identification in solving crimes, improve crime labs, train investigators, and stimulate research and development. Congress passed legislation supporting the initiative in 2004.

In 2004, NIJ awarded more than \$148 million in grants pertaining to DNA and other forensic science technologies. Grants were awarded to states and localities to reduce the DNA testing backlog, develop new DNA testing capabilities, increase training in collection and use of DNA evidence, and expand forensic crime laboratories and research.

NIJ launched a Web site, www.DNA.gov, that provides information about the President's DNA Initiative and serves as a one-stop source for the many issues and resources involved with DNA analysis of crime scene evidence.

Global Justice Information Sharing Initiative

Through BJA, OJP administers and directs the activities of the Global Justice Information Sharing Initiative (Global), a consortium of more than 30 independent organizations spanning the criminal justice spectrum at all levels of government, including law enforcement, the courts, corrections, probation, and parole. Global's mission is to promote efficient and secure information sharing among justice entities. Through the Global Advisory Committee (GAC), Global works to address policy, privacy, connectivity, and jurisdictional issues that hamper effective information sharing. GAC, which includes representatives from 32 criminal justice organizations, serves as an official advisory body to the Attorney General.

- In FY 2003, GAC produced the *Applying Security Practices to Justice Information Sharing* document, a field compendium of best practices and successful models for justice-related information technology (IT) security. The publication covers 15 key IT security topics from detection and recovery to prevention and support.
- In FY 2003, GAC drafted the *Privacy and Information Quality Policy Development for the Justice Decision Maker* resource, a high-level overview aimed at the justice executive

that underscores the need for privacy policy development and outlines steps toward that goal.

- In FY 2003, GAC produced educational resources on issues such as privacy and security, including the *Web Services Security Issues in a Justice Environment* exploratory document.
- GAC continued to maintain and develop the Justice Standards Clearinghouse for Information Sharing, a Web-based clearinghouse that promotes a central resource of information-sharing standards and specifications that have been developed and/or implemented across the nation.
- In FY 2004, GAC released the Global Justice XML Data Model (GJXDM), Version 3.0, which enables the justice and public safety communities to share information at all levels of government, laying a foundation for local, state, tribal, and national justice interoperability. More than 50 federal, state, and local justice projects now use the model with many state and local jurisdictions reporting substantial cost savings. For example, Minnesota's Department of Public Safety expects to save more than \$50 million over the next few years by using GJXDM instead of developing its own statewide standard for information systems.
- In FY 2004, all DOJ components adopted the Justice XML Data Dictionary, which enables the information-sharing entities to communicate through a common language across different computer systems.

National Criminal Intelligence Sharing Plan

The *National Criminal Intelligence Sharing Plan*, issued in October 2003, is a formal intelligence-sharing initiative that addresses post-9/11 security and intelligence needs. The plan describes a nationwide communication effort that links all levels of law enforcement personnel, including officers on the streets, intelligence analysts, unit commanders, and police executives for the purpose of sharing critical data. The plan outlines model policies and standards, provides guidelines for developing a local law enforcement intelligence function, includes in-depth discussions and recommendations on key implementation issues and barriers, and emphasizes better methods for developing and sharing critical data. Many of the plan's recommendations have been accomplished or advanced by collaborating with local, state, tribal, and federal agencies and organizations.

- In FY 2004, the 19-member Criminal Intelligence Coordinating Council (CICC) was established. Under Global, CICC sets nationwide policies to implement the plan and monitor its progress at the local and state level.
- In FY 2004, the Federal Bureau of Investigation (FBI) and OJP provided training and technical assistance to criminal justice policy leaders, law enforcement professionals, and IT professionals. This assistance included developing standards and policies to enable

information sharing, improving the use of intelligence by law enforcement, and building systems that tie into existing information-sharing networks.

- In FY 2004, the Global Information Working Group (GIWG) collaborated with DOJ's Counter-Terrorism Training Coordination Working Group to develop minimum training standards for the six training classifications outlined in the plan and a curriculum for the executive-level training classification. In addition, a PowerPoint curriculum was created for educating communities about the plan.
- In FY 2004, Global sponsored a meeting of local, state, and federal law enforcement agency representatives to develop intelligence fusion center standards. These standards have been used by state and local agencies to establish intelligence fusion centers throughout the country and ensure interoperability among the different intelligence entities.
- In FY 2004, the International Association of Law Enforcement Intelligence Analysts, in conjunction with CICC, GIWG, and various other law enforcement representatives, developed analytic standards as recommended in the plan. This effort culminated in the production of the Global-endorsed *Law Enforcement Analytic Standards*, a resource booklet containing 25 standards, seven for analysts and 18 for analytic products.
- In FY 2004, the Law Enforcement Intelligence Unit, in conjunction with the GIWG, developed an audit checklist in support of the plan. The checklist assists law enforcement executives with conducting a review of their agency's criminal intelligence function.

In FY 2004, members of the CICC collaborated with the Homeland Security Advisory Council and the Global Privacy and Information Quality Working Group to recommend guidelines to assist local and state agencies in the collection, analysis, and dissemination of terrorism-related intelligence information.

Regional Information Sharing Systems Program

BJA's Regional Information Sharing Systems (RISS) Program supports federal, state, and local law enforcement efforts to combat criminal activity that extends across multijurisdictional boundaries. Six regional RISS centers provide a broad range of information exchange and related investigative support services to more than 7,000 member criminal investigative agencies nationwide.

RISS initiated changes to increase law enforcement's capacity for rapid, secure communication to assist in their response to emergencies, such as terrorism or natural disasters.

- RISS supported the *National Criminal Intelligence Sharing Plan* through its RISSLinks project. RISSLinks is an online data visualization and analysis tool that enables RISS staff and member agencies to view information found in the RISS criminal intelligence databases.

- In FY 2003, the RISS Program expanded its secure information-sharing and communication services by interconnecting with the FBI's Law Enforcement Online (LEO) system. This secure interconnection has provided a conduit for distribution of sensitive but unclassified information to all RISS and LEO users. It also has enabled authorized users to access both systems through a single logon and provided secure e-mail to users of both systems for contact and information sharing.
- In FY 2004, the RISS nodes (access points for information) continued to grow and now include 16 High Intensity Drug Trafficking Areas, 17 state agency systems, and 12 federal systems. These include the National White Collar Crime Center (NW3C) and the National Center for Missing and Exploited Children (NCMEC).
- In FY 2004, RISS facilitated access to RISS Automated Trusted Information Exchange (ATIX) for all 40,000 LEO users.

In FY 2004, RISS initiated its ATIXLive project, which provides an online forum for interactive discussion and inquiries that allows participants to communicate in real time.

CommTech (formerly AGILE)

Although public safety agencies need to communicate during a critical incident or natural disaster, first responders from different agencies and jurisdictions are likely to use radios or other wireless devices that cannot talk to one another. This makes a coordinated response difficult if not impossible. Since 1998, NIJ's AGILE (for Advanced Generation of Interoperability for Law Enforcement) program has worked to address this problem, mainly by fostering the development of interoperability standards for voice, data, image, and video communication systems. AGILE's goal is the seamless communication between different equipment and media in real time.

In 2004, the Department of Homeland Security's SAFECOM program became the primary coordinator for all federal interoperability programs. NIJ restructured its interoperability portfolio, renamed the AGILE program "CommTech," and shifted its focus to law enforcement interoperability. CommTech will continue to sponsor research and evaluation, standards development, and outreach to raise awareness of interoperability issues.

- NIJ's Office of Law Enforcement Standards formed partnerships in 2004 with the National Telecommunications and Information Administration of the U.S. Department of Commerce and other organizations to identify, develop, and adopt open architecture standards for public safety communication systems.
- NIJ's Office of Science and Technology (OST) and the Department of Homeland Security's Science and Technology Directorate sponsored their first annual joint conference, "Technologies for Public Safety in Critical Incident Response," held in September 2004 in New Orleans. The conference allowed first responders, industry representatives, academicians, and elected federal, state, and local officials to exchange

ideas concerning common critical incident technology needs. The 2005 conference is scheduled for October 31–November 2, 2005, in San Diego.

- OST is a co-sponsor of the Capital Wireless Integration Network (CapWIN), the first integrated, multi-state public safety communications network in the nation, serving the National Capital area (Virginia, Maryland, and the District of Columbia). CapWIN held its first demonstration in November 2003 and has been used several times since, most recently during the January 2005 Presidential Inaugural. Testing of the system will continue in 2005.

Criminal Records Improvement

Between 1995 and 2004, the Bureau of Justice Statistics (BJS) distributed \$470 million under the National Criminal History Improvement Program (NCHIP) to states to support improvements to state records systems. These improvements permit participation in national background check systems for presale firearms transfers, sex offender registries, national protection order files, and automated fingerprint identification systems. In 2003, the Office of Management and Budget (OMB) reviewed the NCHIP program using the Program Assessment Rating Tool (PART) and determined it to be meeting its goals and objectives.

States have made significant progress in automating their criminal history files and in improving access to and the utility of these files. Since the inception of NCHIP, the number of records available for sharing under the FBI's Interstate Identification Index (III) climbed three-fold, or as fast as the rate of growth in all criminal records.

- At the end of the year 2003, the states and the FBI maintained criminal history records on nearly 68 million individuals. Of these, more than 50 million records were available for interstate background checks. Since the inception of NCHIP in 1995, the national number of criminal history records has increased 35 percent. Over the same period, the number of records available for sharing under III has climbed 97 percent.
- Since 1993, the number of states participating in III has grown from 26 to 47. Most recent data indicate that 74 percent of criminal records nationwide are now accessible for a background check through the III system.
- Forty-eight states, the District of Columbia, American Samoa, Guam, and the Virgin Islands now participate in the FBI's Integrated Automated Fingerprint Identification System (IAFIS). The system began operation in July 1999, with states using NCHIP funds prior to that date to prepare for participation.
- BJS has undertaken through the NCHIP program to introduce livescan technologies in the courts to improve the ability to connect a disposition and an arrest transaction in order to reduce the presence of open arrests in criminal records. BJS identified thousands of court dispositions in state records repositories that could not be linked to a defendant's records, and BJS encouraged states to use NCHIP funds to acquire livescan technology in order to make that link biometrically.

- The National Instant Criminal Background Check System (NICS) supports almost 8 million checks annually at the presale stage of firearms transfers. From the inception of the Brady Act on March 1, 1994, to December 31, 2003, 53 million applications for firearm transfers were subject to background checks. About 1.1 million, or 2.1 percent of all applications, were rejected, primarily for the presence of a prior felony conviction. State and local agencies conducted checks on almost half of the applications for firearm transfers or permits in 2003, and the FBI handled the rest.
- NCHIP funds have facilitated the integration of databases within states. The number of rejections by state and local agencies for reasons other than felony convictions increased 28 percent from 1999 to 2003. The percentage of rejections for non-felony reasons increased from 28 percent to 58 percent. Over the last several years, more states have devoted part of their NCHIP funds to the improvement of mental health databases to support background checks. However, a principal focus of NCHIP funding continues to be on the building of complete disposition information associated with each arrest transaction. Between fiscal 2001 and 2004, NCHIP provided about \$46 million in assistance for court-related record-keeping improvements, or about a quarter of the NCHIP funding disbursed over the period.
- NCHIP funds have assisted the states in building sex offender registries and participating in the FBI's National Sex Offender Registry (NSOR), which became operational in July 1999. All 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands have provided records to the NSOR. As of December 2004, NSOR maintained registry records for more than 370,000 sex offenders nationwide.
- States have used NCHIP funds to initiate the flagging of criminal history records evidencing convictions for domestic violence or the issuance of a protection order. Forty-five states, the District of Columbia, and the Virgin Islands now submit data to the FBI's NCIC Protection Order File, which became operational in May 1997. As of December 2004, the file included almost 895,000 records of protection orders.
- The federal-state partnership under NCHIP established the national infrastructure that now allows an estimated 56 million records maintained in 14 different databases to be scanned instantly at the time of a firearms purchase for prohibiting background characteristics. This infrastructure will play an increasingly important role in criminal justice background checks and, when supported by fingerprints, will assist in other kinds of background checks for both homeland security and various non-criminal justice checks required under new legislative requirements.

10 Data Collection and Statistics

Criminal Records Improvement

Between 1995 and 2004, the Bureau of Justice Statistics (BJS) distributed \$470 million under the National Criminal History Improvement Program (NCHIP) to states to support improvements to state records systems. (See Chapter 9: Technology to Fight Crime).

Courts and Sentencing Statistics

Domestic Violence Case Processing Study: BJS is studying case-processing flows through the criminal justice system for persons charged with domestic violence offenses. Representative data from the 75 largest counties in the United States are being collected. An estimated 16,000 domestic violence cases will be tracked prospectively from time of arrest, through prosecution, to conviction and sentencing. Information will be obtained on the kinds of sentences imposed for domestic violence, including contingencies associated with supervision in the community from sentences to probation.

Intellectual Property Theft Statistics: BJS analyzed data from its Federal Justice Statistics Program on criminal and civil enforcement of federal intellectual property laws for 1994-2002. Criminal intellectual property theft offenses include copyright and trademark infringement and theft of trade secrets. Civil intellectual property suits include copyright, trademark, and patent infringement. In 2004, BJS published these findings, presenting intellectual property trends in the number of suspects (both individuals and organizations) referred to U.S. Attorneys and defendants prosecuted, convicted, and sentenced. The report also includes the number of civil intellectual property complaints filed and terminated, with information on plaintiff winners and monetary award amounts.

Corrections Statistics

Deaths in Custody Statistics: In December 2004, BJS released the first report containing data on deaths in prisons and jails, as required by the Deaths in Custody Reporting Act. The report will focus on trends in suicides and homicides in prisons and jails. For the first time, detailed information on the circumstances surrounding such deaths will be made available. Analysis will include data on time of day, location within the facilities, characteristics of the deceased inmates, length of stay prior to death, and criminal status.

Prison Rape Feasibility Study: BJS has initiated efforts to implement the data collections mandated under the Prison Rape Elimination Act of 2003. BJS is collecting data from administrative records in all state and federal prisons and in a sample of 10 percent of local jail jurisdictions and juvenile detention facilities. The collection will determine what information is currently recorded by facility administrators, the prevalence and incidence of sexual assault, and policies/procedures related to handling of inmate allegations. Efforts also are under way to develop and test methodologies for obtaining inmate self-reports of sexual victimization. BJS

will test Audio Computer-Assisted Self-Interview (ACASI) procedures in 20 to 30 facilities and develop plans for national implementation during the year.

BJS will provide the data it collects to BJA, which will administer the program. In 2004, BJA awarded 16 grants of up to \$1 million, for a total of \$10.7 million, to states to support efforts to protect male and female inmates in adult and juvenile correctional facilities from prison rape and safeguard the communities to which inmates return.

In addition, NIJ has funded research that will glean information about the incidence of prison rape and the attitudes toward it among inmates and corrections officers. By looking at prison attitudes and culture, the study will help officials establish policies and procedures to prevent rape and to target perpetrators.

Survey of Jails in Large Jail Jurisdictions: The survey is being conducted in response to jail administrators' interest in understanding flows of inmates through the nation's jails. The survey is designed to provide data on monthly flows, characteristics of inmates, length of stay, and treatment/programs provided to inmates while in local jails.

Surveys of Inmates in State and Federal Correctional Facilities: The survey obtained data from personal interviews with a nationally representative sample of some 18,000 inmates in 290 state facilities and 40 federal facilities. Focusing on topics and issues of current research and policy concerns within the field of corrections, the personal interviews obtained information on individual and socioeconomic characteristics of inmates; their current offenses, victims, and circumstances of the crimes; criminal history; alcohol and drug use and treatment; medical and mental health status; and activities.

Computer Crime Statistics

Identity Theft Victimization: Beginning in July 2004, BJS initiated a nationwide household survey, conducted in about 40,000 U.S. households, as a supplement to the National Crime Victimization Survey (NCVS) to obtain information on victimization experiences with cybercrime and identity theft, awareness of vulnerability to cybercrime attacks to home computers, and steps taken to avoid such attacks.

State Justice Statistics Program

The Bureau of Justice Statistics (BJS) administers the State Justice Statistics Program for Statistical Analysis Centers (SACs). Through the years, SACs have been established in all states and most territories to centralize and integrate criminal justice statistical functions within the state. BJS provides financial and technical assistance to the state SACs to coordinate statistical activities within the state, conduct research as needed to estimate impacts of legislative and policy changes, and serve a liaison role to assist BJS in gathering data from respondent agencies within their states. During 2003-04, BJS encouraged many states to use SAC funds to assist BJS in the collection of data on deaths in custody. Other areas of research being conducted by the SACs include: prison rape and victimization confinement facilities, civil justice statistics, computer related crimes, and analysis of criminal history records and incident-based crime data.

Batterer Intervention Program

NIJ undertook two studies of batterer intervention programs, one in Florida and one in New York, to determine their effectiveness. The results, published in September 2003, raise serious questions about how well these programs work. The Florida study found no significant differences between those who received treatment and those who did not in either their incidence of reoffending or their attitudes toward domestic violence. It did show, however, that an offender was less likely to reoffend if he was employed or owned a house. The New York study found that batterers in a 26-week program were less likely to reoffend than those in an eight-week program, but that neither group showed any change in attitude toward women and domestic violence.

Victimization Statistics

Family Violence Study: BJS is completing work on a family violence study with the expected release of findings in early 2005. The study compares family and non-family violence statistics from victimization through the different stages of the justice system. Family violence is defined as all types of violent crime committed by an offender who is related to the victim and includes spouse abuse, parental violence against a child, and violence among other family members. Non-family relationships used for comparison include boyfriends and girlfriends, friends and acquaintances, and strangers. Data are drawn from victimization surveys, official police statistics, state and federal court statistics, and surveys of inmates in state prisons and local jails.

Law Enforcement and Forensic Statistics

Survey of Campus Law Enforcement Agencies: BJS collected data describing some 600 campus law enforcement agencies serving U.S. four-year universities or colleges with 2,500 or more students. Data were analyzed and published on agency personnel, expenditures and pay, operations, equipment, computers and information systems, policies, and special programs.

Census of Law Enforcement Training Academies: BJS published findings from this new data collection, which included information on the number and kinds of staff employed at the training facilities, budget, sources of funds, number of officers trained, training curricula, and policies and practices. In addition to basic organizational data, the survey collected data on training issues that are critical to current law enforcement policy development, such as racial profiling and use-of-force concerns.

Census of Publicly Funded Forensic Crime Laboratories: BJS recently released findings on the workload, backlog, and estimated resources needed to meet the demand for forensic services in the nation's 50 largest publicly funded crime labs. Data were collected as part of the first-ever Census of Publicly Funded Forensic Crime Laboratories. By the end of the year, BJS will publish findings on the workloads of all publicly funded forensic crime labs and variations in laboratory policies, practices, and procedures. Census information will be used to understand better the number of cases processed by these labs and the amount of resources required to meet

the increased demand for forensic services. The census involved all of the some 400 publicly funded crime labs in the nation.

Tribal Justice Statistics

Tribal Criminal History Improvement Program: In 2004, BJS initiated a criminal history record improvement pilot program in Indian Country. The Tribal Criminal History Record Improvement Program (T-CHRI) will provide support to federally recognized tribes criminal and state criminal records repositories to promote participation in and improve the interface among tribal, state, and national criminal records systems. The goal of the T-CHRI Pilot grant program is to improve public safety in Indian country by enhancing the quality, completeness, and accessibility of criminal history record information of criminal justice and non-criminal justice background check systems.

Census of Tribal Justice Agencies in Indian Country, 2002: In 2004, BJS published findings from this first-ever census that collected data from nearly 350 tribes in the continental U.S. to identify the range of justice agencies operating in tribal jurisdictions, the services those agencies provide, and the kinds of information systems maintained. Detailed information was gathered from tribal law enforcement agencies, tribal courts and services, and criminal record systems on the number of law enforcement agencies and officers, characteristics of tribal courts and their caseloads, kinds of available criminal sanctions, and criminal justice statistics data collection and sharing capacity.

Appendix A:**Fiscal Year 2003 Awards****LAW ENFORCEMENT**

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
EDWARD BYRNE MEMORIAL STATE AND LOCAL LAW ENFORCEMENT FORMULA GRANT	56	486,395,494.00
LOCAL LAW ENFORCEMENT BLOCK PROGRAM	2,742	255,543,662.00
PUBLIC SAFETY OFFICERS' BENEFITS PROGRAM	440	56,504,433.00
SOUTHWEST BORDER PATROL PROSECUTION INITIATIVE	77	56,114,203.90

COMMUNITY-BASED PROGRAMS

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
PROJECT SAFE NEIGHBORHOODS	267	80,400,785.00
WEED AND SHEED	237	56,917,863.00
TRIBAL COURTS ASSISTANCE PROGRAM	91	12,545,229.00

CORRECTIONS/MANAGING OFFENDERS

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
SERIOUS AND VIOLENT OFFENDER REENTRY INITIATIVE	69	11,719,430.00
STATE CRIMINAL ALIEN ASSISTANCE PROGRAM	703	239,197,849.00
COMPREHENSIVE APPROACHES TO SEX OFFENDER MANAGEMENT	11	2,413,367.00

JUVENILE JUSTICE

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
JUVENILE JUSTICE AND DELINQUENCY PREVENTION: FORMULA GRANT PROGRAM	54	67,366,108.00
JUVENILE ACCOUNTABILITY BLOCK GRANT PROGRAM	55	148,028,746.00
GANG REDUCTION PROGRAM	7	12,525,000.00
TRIBAL YOUTH PROGRAM	39	10,323,931.00

VICTIMS OF CRIME

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
VICTIM COMPENSATION	53	164,933,000.00
VICTIM ASSISTANCE	56	353,027,299.00
TRIBAL VICTIM ASSISTANCE DISCRETIONARY GRANT PROGRAM	13	1,440,808.00
CHILDREN'S JUSTICE ACT	9	1,241,569.00
ANTITERRORISM AND EMERGENCY ASSISTANCE PROGRAM	2	6,350,000.00
SERVICES FOR TRAFFICKING VICTIMS	13	9,716,150.00
SERVICES FOR VICTIMS OF TRAFFICKING	2	400,000.00

SUBSTANCE ABUSE AND CRIME

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
HAROLD ROGERS PRESCRIPTION DRUG MONITORING PROGRAM	16	3,894,723.00
DRUG COURTS	76	28,771,273.00
INDIAN ALCOHOL ABUSE PROGRAM	679	76,949,547.00

Appendix B:**Fiscal Year 2004 Awards****LAW ENFORCEMENT**

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
EDWARD BYRNE MEMORIAL STATE AND LOCAL LAW ENFORCEMENT	56	474,919,542.00
LOCAL LAW ENFORCEMENT BLOCK GRANT PROGRAM	1,611	115,455,529.00
SOUTHWEST BORDER PATROL	164	46,549,282.00
LAW ENFORCEMENT TRIBUTE ACT	17	684,708.00
PUBLIC SAFETY OFFICERS' BENEFITS PROGRAM	353	42,460,071.00

COMMUNITY BASED PROGRAMS

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
PROJECT SAFE NEIGHBORHOOD	122	58,239,265.00
WERD AND SEED	250	47,728,661.00
TRIBAL COURTS ASSISTANCE PROGRAM	36	5,993,220.00

CORRECTIONS/MANAGING OFFENDERS

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
SERIOUS AND VIOLENT OFFENDER REENTRY INITIATIVE	65	18,764,249.00
STATE CRIMINAL ALIEN ASSISTANCE PROGRAM	831	284,651,337.00
COMPREHENSIVE APPROACHES TO SEX OFFENDER MANAGEMENT	12	2,803,178.00

JUVENILE JUSTICE

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
JUVENILE JUSTICE AND DELINQUENCY PREVENTION: FORMU	94	86,835,666.00
JUVENILE ACCOUNTABILITY BLOCK GRANT PROGRAM	62	85,507,193.00
GANG REDUCTION PROGRAM	2	3,039,477.00
ENFORCING THE UNDERAGE DRINKING LAWS PROGRAM	58	23,750,649.00
TRUANCY REDUCTION PROGRAM	9	3,594,968.00
TRIBAL YOUTH PROGRAM	30	8,149,053.00

VICTIMS OF CRIME

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
VICTIM OF COMPENSATION	54	186,862,000.00
VICTIM OF ASSISTANCE	58	395,740,608.00
HELPING OUTREACH PROGRAMS EXPAND	1	1,000,000.00
TRIBAL VICTIM ASSISTANCE DISCRETIONARY GRANT PROGRAM	25	2,556,568.00
CHILDREN'S JUSTICE ACT	14	1,564,048.00
ANTITERRORISM AND EMERGENCY ASSISTANCE PROGRAM	4	7,739,513.00

SUBSTANCE ABUSE AND CRIME

<u>Program</u>	<u>Count</u>	<u>Award Amount</u>
HAROLD ROGERS PRESCRIPTION DRUG MONITORING PROGRAM	24	6,017,852.00
DRUG COURTS	64	19,134,697.00
INDIAN AND ALCOHOL ABUSE PROGRAM	9	4,305,194.00
DRUG FREE COMMUNITIES	510	43,081,696.00